



York County Office of Emergency Management Strategic Plan 2021-2023



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Executive Summary

It is my privilege as the Director of the York County Office of Emergency Management to share with you our 2021-2023 Strategic Plan. This Strategic Plan and the County's Emergency Management Program is institutionalized and documented in this and other program planning documents. The program plan explains the source of authority to execute the components of the program and explains when the authorities are active. The plan explains how the vision, mission, goals and objectives of the program support those of the county. Where available, industry codes of practice are used to determine appropriate and best practices. The plan outlines relevant program policies and procedures that are pertinent to those governed by the program and explains the source of funding and normal budget levels that ensure program continuity and viability.

I was nominated by the President of the York County Board of Commissioners to be the Director of Emergency Management for the entire County of York. This nomination was sent to the State Director of Emergency Management for appointment by the Governor.

Our goals and objectives are lofty, and we work hard to achieve them. But we

don't do it alone. We believe in the whole community approach to emergency management.



Figure 1 Mike Fetrow, Director

Because of

that, we are advised by the York County Emergency Management Program Advisory Committee, which is charged with providing coordinated input by program stakeholders to ensure the emergency management program is developed and maintained in collaboration with program stakeholders, both from policy and operational levels. This strategic plan will be reviewed and updated at the latest, every two years ensuring that performance objectives listed in subsequent sections are periodically evaluated.

The program consists of the following components:

- Program administration such as: Vision, Mission Statement, Enabling Authorities, and goals and objectives.
- Identification of a Program Director with the authority to execute the plan.
- Identification of, and authority for, the Emergency

Management Program Advisory Committee.

- Performance objectives and a means of periodic evaluation.
- Program elements that describe the program including all activities that fall within the scope and purview of the director of emergency management as well as the associated activities of elements that are coordinated through that office. This includes organizations and agencies of government that are assigned response and recovery functions as well as those that have regular responsibilities for mitigation of and preparedness for disasters. These elements are applicable to the four phases of disaster/emergency management: mitigation, preparedness, response, and recovery and also apply to prevention activities.
- Applicable legal requirements and legal authorities to establish the appropriate amount of flexibility and responsiveness to conduct emergency management activities in both disaster and non-emergency situations.
- Compliance with applicable legislation, regulation, directives, policies, and industry codes of practice. Provisions that the program is established in state and local law, and exists in compliance with the legal provisions found in state and local law. These legal provisions identify the fundamental authorities for the program, and include planning, funding mechanisms, continuity of operations, environmental compliance, historic preservation and disaster insurance.
- A strategy for addressing needs for legislative and regulatory revisions that evolve over time; it also maintains a process and procedure to identify issues for presentation to legislative and regulatory bodies, and, when appropriate, makes such presentations.
- Development and implementation of mutual aid agreements, contractual service agreements, memoranda of understanding, and/or other agreements that provide additional equipment, supplies, facilities, and/or personnel that can be used to achieve operational objectives.

- Development of plans, procedures and necessary resources that enable the chief executive and other key officials to direct, control, and coordinate both internal and external resources efficiently and effectively during response and recovery operations.
- Procedures that ensure response, recovery and mitigation activities are coordinated and concurrently implemented.

We are proud of our accomplishments through the years, and we look forward to continuing to improve and grow. We are a resilient community and we are striving to build a culture of preparedness.

Mike Fetrow
Director

Our Vision

It is the vision of the York County Office of Emergency Management to be recognized as the most professional, well respected, proactive, community and customer oriented municipal emergency management agency in the Commonwealth of Pennsylvania.

Our Mission

York County Office of Emergency Management is charged with protecting the community by coordinating and integrating all activities necessary to build, sustain and improve the capability to mitigate, protect from, prepare for, respond to, and recover from threatened or actual natural disasters, acts of terrorism or other man-made disasters.

We undertake this mission with clear customer-focus and recognition that people are the most valuable asset. We value the contributions and dedication of the personnel who staff the emergency response and management systems. We employ and deploy the best available technologies in support of our mission.

Core Values

Compassion Respect Community Collaboration

York County

York County was incorporated in 1749 after it officially separated from Lancaster County. Prior to European settlement, the Susquehannock tribe inhabited the area. The Articles of Confederation were drafted in York and the first battle of the Civil War in Pennsylvania was fought in Hanover Borough.

York County covers approximately 911

York County is rich in its natural features, of note is the quality of the soil, which permits the agricultural industry to flourish. Over one-half of the County's land area is comprised of prime agricultural soils. Approximately 30% of the County's total land area is forested. The section of the Susquehanna River that borders York County extends 54 miles and



Figure 2 Information sign, courtesy www.yorkpa.org

square miles and is located in the south-central region of the Commonwealth. It is bounded by Cumberland and Dauphin Counties to the north; Carroll, Baltimore and Harford Counties (Maryland (MD)) to the south; the Susquehanna River and Lancaster County to the east; and Adams County to the west. The County is bisected by two (2) major transportation corridors: Interstate 83 north to south and US Route 30 east to west.

includes four (4) lakes formed from impounding dams. There are over 100 identified streams in the County. The bulk of York County lies within the Lower Susquehanna River Basin, with a small portion near the Maryland State line in the Gunpowder River Basin.

York County is a Third Class Pennsylvania County. It contains 72 municipalities: 35 townships, 36 boroughs and the City of York. The City of York is the County's largest

municipality by population and serves as the County seat.

Agriculture has always been an important factor in the County's economy, but the advent of railroads and canals allowed industry to prosper. Manufacturing of paper, heating and cooling units, snack foods, and motorcycles have substantially contributed to the County's economy. Highway improvements spurred

residential suburbanization and fostered economic development.

According to the 2019 population estimates issued by the United States (U.S.) Census Bureau, York County had a total population of 449,058. This represents an increase of approximately 3.0% since 2010. York County is the 8th most populous county in the State.

Program Administration

A. Goals and Objectives

Goal 1. Develop a Community Resilience program and create a sustained ability of York County to utilize available resources to respond to, withstand, and recover from disasters.

Objective 1.1. Develop a Community Resilience Coordinator to lead the resilience initiative.

Objective 1.2. Develop a community resilience curriculum to present to the citizens and businesses of the county.

Objective 1.3. Present the curriculum and sustain it over time.

Goal 2. Develop an Evacuation Framework to guide municipalities in evacuation planning.

Objective 2.1. Assess evacuation capabilities and needs.

Objective 2.2. Develop Evacuation Framework.

Objective 2.3. Train and exercise the Evacuation Framework.

Goal 3. Exercise the county's cybersecurity plan.

Objective 3.1. Review and update the cybersecurity plan.

Objective 3.2. Conduct training and exercises.

Goal 4. Improve Joint Information System (JIS) management.

Objective 4.1. Identify key public information personnel throughout the county.

Objective 4.2. Provide training to these personnel.

Objective 4.3. Integrate JIS in exercises.

B. Accomplishments for 2019 and 2020

Accomplishment 1. Implemented a Training and Exercise Plan for OEM and our stakeholders. Presented this plan to the York County Emergency Management Program Advisory Committee.

Accomplishment 2. Hired an intern into a full-time vacancy and trained this person using check sheets, outlines, and lesson plans.

Accomplishment 3. Began work on a Recovery Plan, which will continue through the next several years. Partnered with the YCEA to coordinate economic recovery.

Accomplishment 4. Completed IPAWS implementation. Conducted periodic testing and used it once for an incident.

Accomplishment 5. Activated the EOC and operated through a sustained incident (pandemic).

C. Enabling Authorities

1. Local Government Resolution for Emergency Management

a. York County Code Chapter 197 dated July 28, 1982

The Emergency Management Agency shall be responsible for providing an adequate emergency program and for emergency operations, including response and recovery during disasters, in accordance with the plan and program of the Pennsylvania Emergency Management Agency.

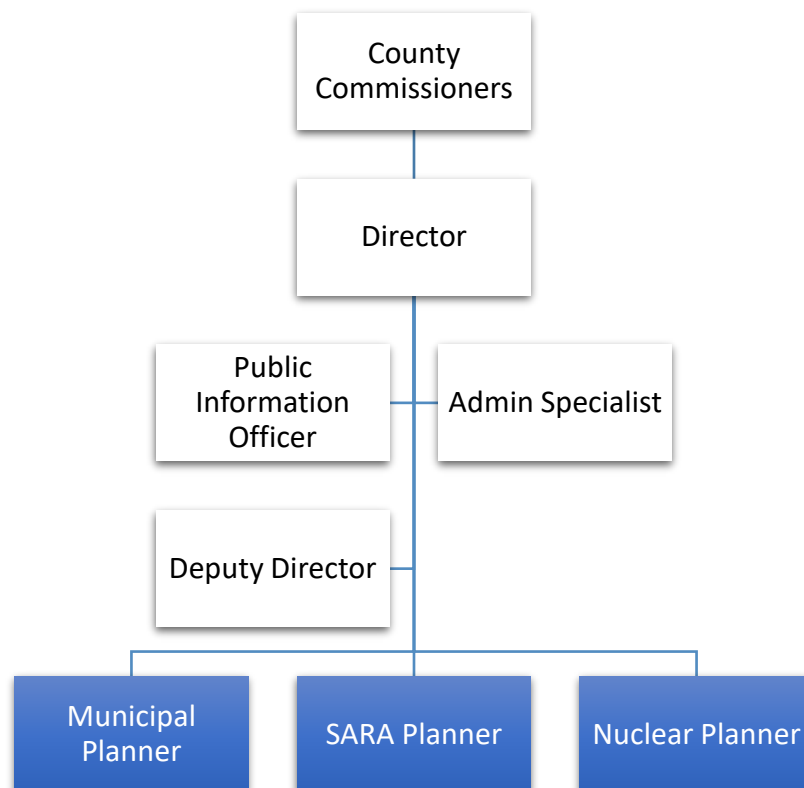


Figure 3 York County OEM Organization Chart

b. Pennsylvania Title 35 Health and Safety Part V. Emergency Management Services, as amended

1) Section I – Definition

- a) "Emergency management." The judicious planning, assignment and coordination of all available resources in an integrated program of prevention, mitigation, preparedness, response and recovery for emergencies of any kind, whether from attack, man-made or natural sources. (Ch. 71, Sec. 7102)

2) Section II - Local Emergency Management Authorities

- a) Each political subdivision of this Commonwealth is directed and authorized to establish a local emergency management organization in accordance with the plan and program of the Pennsylvania Emergency Management Agency. Each local organization shall have responsibility for emergency management, response and recovery within the territorial limits of the political subdivision within which it is organized and, in addition, shall conduct such services outside of its jurisdictional limits as may be required under this part.
- b) In carrying out the provisions of this part, each political subdivision shall have the power to enter into contracts and incur obligations necessary to disaster emergency management, response and recovery.
- c) Each political subdivision included in a declaration of disaster emergency declared by either the Governor or the governing body of the political subdivision affected by the disaster emergency is authorized to exercise the powers vested under this section in the light of the exigencies of the emergency situation without regard to time-consuming procedures and formalities prescribed by law (excepting mandatory constitutional requirements) pertaining to the performance of public work, entering into contracts, the incurring of obligations, the employment of temporary workers, the rental of equipment, the purchase of supplies and materials, the levying of taxes and the appropriation and expenditure of public funds.

3) Section III-Local Emergency Management Financial Assistance

- a) Every political subdivision shall have the power to make appropriations for the payment of expenses of the local organization in the manner provided by law for making appropriations for the ordinary expenses of the political subdivision. In making appropriations, the political subdivision shall specify the amounts and purposes for which the moneys appropriated may be used by the organization to or for which such appropriation may be made.
- b) Where the jurisdiction of the local organization is coterminous with the political subdivision making an appropriation for the payment of the expenses, the local organization shall be deemed an agency, board or commission of the political subdivision, subject to all of the laws governing the making of contracts or purchases, the employment of persons or otherwise incurring financial obligations which apply to the political subdivision.
- c) Where the local organization has jurisdiction in an area including the whole area of one or more counties which is not coterminous with any one county, before paying any expenses of the organization, the counties, all or part of which lie within the jurisdiction of the organization, shall enter into an agreement in the manner and form provided in subsection (a) and with like effect, and no other political subdivision lying within the jurisdiction of the organization shall be a party to the agreement.
- d) All bills or claims to be paid from any appropriation made by a political subdivision coterminous with the local organization, after first being approved by the local organization or an appropriate officer thereof designated for that purpose, shall be paid from the treasury of the political subdivision only upon the warrant or order of the officer or officers of the political subdivision designated by law to approve or countersign warrants or orders for the payment of the ordinary expenses of the political subdivision, and shall be subject to audit in the same manner as other financial transactions of the political subdivision. In each case, the officer or officers shall have the same power to approve or disapprove as they have in case of warrants for ordinary expenses of the political subdivision, and

no warrant or order for the payment thereof shall be issued without the approval.

- e) Any gift or grant of money made to the local organization or to the political subdivision for the payment of expenses incurred or to be incurred by or for the organization shall be deposited in the treasury of the political subdivision and shall be appropriated by the political subdivision for the purpose for which the gift or grant was made, and any bills or claims to be paid from the gift or grant shall be paid in the manner provided in this subchapter for the payment of other bills and claims against the political subdivision.

4) Section IV - Immunity of State and Political Subdivisions

- a) Neither the Commonwealth nor any political subdivision thereof nor other agencies nor, except in cases of willful misconduct, the agents, employees or representatives of any of them engaged in any emergency services activities, nor, except in cases of willful misconduct or gross negligence, any individual or other person under contract with them to provide equipment or work on a cost basis to be used in disaster relief, nor, except in cases of willful misconduct or gross negligence, any person, firm, corporation or an agent or employee of any of them engaged in disaster services activities, while complying with or attempting to comply with this part or any rule or regulation promulgated pursuant to the provisions of this part, shall be liable for the death of or any injury to persons or loss or damage to property as a result of that activity.

Local Organization for Emergency Management

A. Pennsylvania Title 35 Health and Safety Part V. Emergency Management Services, as amended

1. A coordinator shall be appointed in all counties with approval of the director of the agency. The executive officer or governing body of the county shall recommend a coordinator whose recommendation must be endorsed by the director of the agency prior to appointment by the Governor. Upon failure of the executive officer or governing body of the county to make a recommendation of a person for coordinator within the time fixed by the agency, the Governor is authorized to appoint a coordinator based upon the recommendation of the director of the agency. The coordinator of the

county organization shall not be assigned any duties that will conflict with his duty as coordinator.

2. At the local level, the coordinator shall be appointed by the Governor upon the recommendation of the executive officer or governing body of the political subdivision. Upon the failure of the executive officer or governing body of a political subdivision to make a recommendation to the Governor of a candidate for coordinator within the time fixed by the agency, the Governor is authorized to appoint a coordinator without any recommendation. A candidate for coordinator for two or more political subdivisions may be recommended to the Governor for appointment upon agreement by resolution of the governing bodies of such political subdivisions. Any other law notwithstanding, a local government official may be recommended for appointment.



Figure 4 York County Emergency Services Center

- B. York County Code Chapter 197 dated July 28, 1982
 1. The Emergency Management Agency shall be responsible for providing an adequate emergency program and for emergency operations, including response and recovery during disasters, in accordance with the plan and program of the Pennsylvania Emergency Management Agency.

Program Performance Objectives and Periodic Evaluation

A. County Performance Objectives

1. To represent the governing officials of York County and its municipalities on matters pertaining to emergency management;
2. To assist County and municipal officials in organizing County and municipal departments for emergency operations;
3. To assist municipal and County department officials and directors with the development of emergency standing operating procedures (SOP) for each of

the local governmental, private, or volunteer organizations that will be responding to the emergency;

4. To develop in conjunction with municipal and County departments and agencies, the York County Emergency Operations Plan. The Plan will be in consonance with the State Emergency Operations Plan and shall be submitted to the governing officials of York County for approval, and thence to the State Emergency Management Director for approval;
5. To maintain the York County Office of Emergency Management at the highest possible state of emergency readiness as defined herein, and carry out the day-to-day administration of the County emergency management program, including the submission of required reports to the State Emergency Management Agency;
6. To submit reports and plans as required by Federal, State, and local authorities in keeping with good management practices (e.g. financial, management activities, etc.);
7. To operate and manage a facility to be used as the York County Emergency Operations Center (EOC); and
8. To coordinate the activities of the York County Emergency Operations Center staff during periods of a declared emergency.

B. Organizational Performance Objectives

1. Integrate hazard mitigation activities in all pertinent agency programs.
2. Improve communications with stakeholders, legislators, and special interest groups.
3. Support and assist local jurisdictions and agencies in their planning efforts for emergency preparedness.
4. Develop, update, and maintain appropriate regulations for emergency management.
5. Institutionalize a work plan process throughout the agency.
6. Initiate and maintain the agency strategic planning process.
7. Ensure implementation of a program and procedures to utilize volunteers and volunteered resources.
8. Increase the agency's capability to assess impending threats and issue warnings.

9. Establish programs and streamline processes to improve customer service.
10. Identify opportunities for outsourcing and evaluate cost effectiveness.
11. Facilitate seamless electronic communication capabilities countywide.
12. Provide interactive internet access to OEM information.
13. Provide professional development training to OEM staff and essential emergency services training to local agencies and other segments of the emergency management community.
14. Develop, implement, and document intra-agency training curricula for all positions within the EOC.
15. Exercise major response and recovery plans and planning guidance for functions identified in the Emergency Operations Plan.
16. Establish an Emergency Notification System for providing information to the general public.

Program Elements and Description

- A. The York County Emergency Operations Plan (EOP) describes all facets of County emergency operations within the scope and purview of the director of emergency management as well as the associated activities of elements that are coordinated through that office. This plan will be reviewed and updated at the latest, every two years ensuring that performance objectives listed in subsequent sections are periodically evaluated.
- B. This includes organizations and agencies of government that are assigned response and recovery functions as well as those that have regular responsibilities for mitigation of and preparedness for disasters.
- C. The Plan is developed in accordance with the York County National Incident Management System (NIMS) Implementation Plan, August 7, 2006 as amended.
- D. York County Office of Emergency Management maintains a primary and alternate Emergency Operations Center capable of coordinating and supporting sustained response and recovery operations consistent with the program's risk assessment. The program establishes and regularly tests procedures for activation, operation and deactivation of primary and alternate facilities.
- E. The program has a formal, documented training program that includes a training needs assessment, curriculum, course evaluations, and records of training. The Office regularly schedules and conducts training in accordance

with the goals and objectives of the program. Exercises are conducted in accordance with the Homeland Security Exercise and Evaluation Program (HSEEP).

- F. The staff of the Office of Emergency Management develops public education and information programs to educate the public on hazards, protective measures and the responsibilities of government and individuals in an emergency.
- G. The Public Information Officer develops, documents and maintains a plan and procedures for the preparation and dissemination of public information so as to Inform and educate the public about hazards, threats to public safety and risk reduction through various media; provide timely, accurate and useful information to protect public health and safety, including response to public inquiries and rumors; establish and maintain interfaces with public officials and VIPs; and obtain and disseminate public information materials in alternative formats.
- H. The Emergency Management Program Advisory Committee is charged with providing for coordinated input by program stakeholders that ensure the emergency management program is developed and maintained in collaboration with program stakeholders, both from policy and operational levels. This standing committee meets twice a year and is composed of stakeholders from throughout the county.

Legal Authorities and Requirements

- A. York County Code Chapter 197: Emergency Management Agency, dated 28 July 1982
- B. Pennsylvania Title 35 Health and Safety Part V. Emergency Management Services, as amended
- C. Counterterrorism Planning, Preparedness and Response Act (Act 2002-227)
- D. Radiation Protection Act, P.L. 688, No. 147
- E. Hazardous Material Emergency Planning and Response Act, Pennsylvania Act 1990-165
- F. Homeland Security Presidential Directive 5, Management of Domestic Incidents
- G. Homeland Security Presidential Directive (HSPD)-8, National Preparedness
- H. The Homeland Security Act (HSA) of 2002

- I. Title III, Superfund Amendments and Reauthorization Act (SARA), October 17, 1986, Section 301-305, 311 and 312

Compliance Legislation

A. Planning

1. The York County Emergency Operations Plan (EOP)
2. The York County Office of Emergency Management shall develop and periodically update the emergency operations plan for the purpose of establishing policies, procedures, programs, and projects to implement this plan and enable the County and municipal governments to respond to natural and man-made emergency situations.
3. The Director of OEM is responsible for the development, execution, and coordination of the York County Emergency Operations Plan. The Plan shall be developed in close coordination with the Pennsylvania Emergency Management Agency. It shall also be based on recommended principles and practices promulgated by the Federal Emergency Management Agency and other recognized emergency and disaster preparedness agencies and relief organizations.
4. The Plan shall be submitted to the York County Administrator and Pennsylvania Emergency Management Agency for review, comment, and recommendation to the York County Board of Commissioners. The Plan shall be adopted by the County Commissioners by resolution and may be changed and updated periodically by resolution.

B. Funding Mechanisms:

1. Planning and preparation for an emergency by the York County Office of Emergency Management is an on-going activity that is funded, staffed, and managed on a county-wide basis by York County through its York County Office of Emergency Management. Funding for OEM is appropriated annually by the County Commissioners. The Pennsylvania Emergency Management Agency (PEMA) supports funding with grants. These grants include the Emergency Management Performance Grant (EMPG), Hazardous Materials Emergency Preparedness Grant (HMEP), Hazardous Materials Response Fund (HMRF), the Radiological Emergency Response Fund (RERF), and the Homeland Security Grant Program (HSGP) through the South Central Task Force (SCTF). OEM's mission is to be charged with protecting the community by coordinating and integrating all activities necessary to build,

sustain and improve the capability to mitigate, prepare for, respond to, and recover from threatened or actual natural disasters, acts of terrorism or other man-made disasters.

- C. Continuity of Government (COG): The COG plan is published as an annex to the EOP.
- D. Environmental Compliance: York County emergency operations must be conducted in compliance with applicable local, County, State, and Federal ordinances, codes and regulations and will be managed by Emergency Support Function #11, Agriculture and Natural Resources.
- E. Historic Preservation: York County emergency operations must be conducted in compliance with applicable local, County, State, and Federal ordinances, codes and regulations and will be managed by Emergency Support Function #11, Agriculture.

Strategies for Legislative Revisions

- A. The process and procedure to identify issues for presentation to legislative and regulatory bodies, and when appropriate, to make such presentations, is based on the periodic review of emergency plans and/or authorities.
- B. The mission of the Keystone Emergency Management Association (KEMA) is to foster and promote a high degree of capability and competency of the Emergency Management professionals and volunteers in every political subdivision of the Commonwealth by contributing to the common cause of protecting lives and property from both man-made and natural disasters through education, sharing of information, and encouragement of partnerships with emergency response organizations.
- C. KEMA shall be recognized by the Pennsylvania emergency management community as a results-driven organization of emergency management professionals.

Mutual Aid Agreements, Contractual Service Agreements, Memoranda of Understanding for Equipment, Supplies, Facilities and Personnel

- A. Mutual Aid Agreements:
 - 1. Pennsylvania Intrastate Mutual Aid Act
 - 2. The purpose of Act 93 of 2008 (the "Act") is to create a system of intrastate mutual aid between participating political subdivisions within this Commonwealth, where each participating political subdivision recognizes

that emergencies transcend the boundaries of a political subdivision and that intergovernmental coordination is essential for the protection of lives and property and for the best use of available public and private assets.

3. The mutual aid system is to provide for mutual assistance among the participating political subdivisions in the prevention of, response to and recovery from threats to public health and safety that are beyond the capability of an affected community to respond. The system also is to provide for mutual cooperation among the participating subdivisions in conducting exercises, testing or other training activities.
4. York County has numerous MOUs with firms to provide a myriad of Emergency Management Services as required during emergency operations. These MOUs are updated periodically. Copies of the MOUs are maintained in the OEM Office.

Command Relationships for the Coordination and Control of Resources During Response and Recovery

- A. The York County Continuity of Operations Plan, Continuity of Government Plan, and the Emergency Operations Plan address procedures that describe the command relationships within the program and with external organizations.
- B. The plans, procedures and necessary resources enable the Chief Clerk and other key officials to direct, control, and coordinate both internal and external resources efficiently and efficiently during response and recovery operations.

Procedures for Concurrent Recovery and Mitigation Activities

- A. The York County Emergency Operations Plan addresses procedures that ensure response, recovery and mitigation activities are coordinated and concurrently implemented.
- B. The York County Planning Commission, in coordination with the Office of Emergency Management, develops and regularly updates the Hazard Mitigation Plan, published separately.
- C. The Office of Homeland Security was merged into the state police headquarters, where staff could partner with the Pennsylvania Criminal Intelligence Center (PACIC), resulting in an even greater combination of intelligence gathering and sharing.
- D. PACIC gathers and shares information from a variety of sources, including the Federal Bureau of Investigation, the Department of Homeland Security, the

Drug Enforcement Agency, the Bureau of Alcohol Tobacco and Firearms, the PA Attorney General's Office, the PA Department of Corrections, Immigration and Customs Enforcement and the New York City Police Department.

- E. To improve the intelligence-sharing process, the Governor's Office of Homeland Security coordinates homeland security activities by working with federal agencies, regional task forces, local governments and the private sector. The office collaborates with the All-Hazards Fusion Center, the Pennsylvania Criminal Intelligence Center (PaCIC) and with other recognized regional fusion centers.
- F. The PEMA Director will continue to play a role in homeland security by monitoring federal funding sent to Pennsylvania and coordinating regional activities.
- G. York County also participates in the South Central Task Force, one of nine Regional Counterterrorism Task Forces in Pennsylvania, established by the Counterterrorism Planning, Preparedness and Response Act of Dec. 16, 2002, P.L. 1967, No. 227 35.
- H. York County Office of Emergency Management is a member of the York County VOAD's Long Term Recovery Committee. This committee will work together to provide physical, emotional and spiritual resources to individuals affected by the disaster that are not met by other disaster recovery and relief systems.

Moving Forward

Martin Luther King Jr. said, " If you can't fly then run, if you can't run then walk, if you can't walk then crawl, but whatever you do you have to keep moving forward."

As we look toward the future of emergency management in York County, we realize this industry is evolving. It is becoming more professional. We must continue to improve and grow with it. We want to be recognized as leaders in our field.

Working with community stakeholders, from the highest level of government to the individual who calls York County home, we want to do everything in our power to make York County disaster resistant and resilient.

This Strategic Plan is a tool we will use to help us achieve results. It will guide us with specific and measurable targets. We will use this plan to hold ourselves accountable, and we hope that York County will hold us accountable as well.